# Truth and Reconciliation Commission Canada

## 2010–2011

### Report on Plans and Priorities

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**The Honourable Chuck Strahl, P.C., M.P.**
Minister of Indian Affairs and Northern Development,
Federal Interlocutor for Métis and Non-Status Indians, and
Minister of the Canadian Northern Economic Development Agency

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## Minister's Message

It is my pleasure to present the second annual Report on Plans and Priorities for the Truth and Reconciliation Commission Canada. The Commission has prepared the report and I am delivering it to Parliament on its behalf as part of my duty as the reporting Minister.

The establishment of a Truth and Reconciliation Commission was one of the elements of the Indian Residential Schools Settlement Agreement negotiated by the parties associated with Indian residential schools, including representatives of former students. It supports the parties' desire to achieve a fair, comprehensive and lasting resolution of the legacy of Indian residential schools and to promote healing, education, truth and reconciliation, and commemoration.

The mandate of the Truth and Reconciliation Commission is unique and without precedent in Canada. It starts from a recognition that the negative impact of the residential schools system continues into the present, harming not only those who attended the residential schools and their descendants but also the very relationship between Aboriginal and non-Aboriginal peoples in Canada. The Commission presents all Canadians with a challenge and an opportunity. The challenge is to discover and become familiar with a tragic portion of our history. The opportunity is the chance to engage in a process of healing and reconciliation guided by the principles of restorative justice and contributing to the rebuilding and renewing of relationships among Aboriginal peoples and between Aboriginal and non-Aboriginal Canadians.

The Truth and Reconciliation Commission is mandated to facilitate and support the participation of former students, their families and their communities in a safe and secure manner that respects their dignity and well-being. Statement-taking and truth-sharing processes are based on principles such as accessibility, transparency, sensitivity and inclusiveness.

The Truth and Reconciliation Commission Secretariat was established as a federal government department by Order in Council on June 1, 2008. The Truth and Reconciliation Commission (TRC) replaced the Secretariat as a separate entity by Order in Council on July 1, 2009. As result, there is no longer a separate Secretariat and Commission.

While the Commission is a federal department, it is funded by the federal government from funds set aside as part of the compensation owed to Indian residential school survivors, which the government is required to pay under the Indian Residential Schools Settlement Agreement. The Commission is independent from the federal government in its decision-making and is obliged by the Settlement Agreement, which is a court-administered agreement, to be accountable to and to treat in an equitable manner all parties to the Agreement (former students, Aboriginal organizations, the government and the churches).

Over the course of the planning horizon presented in this report, the Commission will focus its efforts on a number of operational and managerial areas: the hiring of staff; the development of administrative systems and procedures; the conduct of strategic work planning; the planning and implementation of statement-taking processes; the planning and undertaking of research; the collection of documents to build the historical record; the participation in community events; the planning and hosting of the Commission's first National Event; and, generally, the informing of the public about the history of the residential schools and the experiences of those affected by the schools.

A cornerstone of the Indian Residential School Settlement Agreement, the Truth and Reconciliation Commission promotes healing and reconciliation, while ensuring that the legacy of Indian residential schools is documented and preserved for future generations.

The Commission will invite all of the parties to the Settlement Agreement to attend the Commission's first National Event in Winnipeg, June 16–19, 2010, and the seven other national events that the Commission is organizing. Each party will be invited to make presentations that will contribute to the people of Canada's knowledge and understanding of the experiences of residential school students and their families, the policy and administrative decisions of those charged with managing the schools and the system, and the legacy of that system. The Commission will call on each party to announce new policies, actions and gestures of reconciliation at the national events that contribute to the rebuilding and renewal of relationships among Aboriginal peoples and between Aboriginal and non-Aboriginal Canadians.

The Commission will invite all Canadians, individually and through their organizations, including provincial and municipal governments, and the corporate and non-profit sectors, to attend the Winnipeg National Event and subsequent national events. The Commission will invite all Canadians to provide their perspectives to the Truth and Reconciliation Commission on the residential schools system legacy and make recommendations for measures of meaningful reconciliation.

The Commission will invite the Canadian academic community to undertake original research into the history and legacy of residential schools and into the practice and understanding of truth and reconciliation across all languages and cultures.

Finally, the Commission will invite all members of Canada's many cultural communities to share their knowledge and experience with truth and reconciliation, by drawing on their own histories and cultural backgrounds.

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## Section I — Overview

### Raison d'être

The Truth and Reconciliation Commission (TRC) has been given the overall task of:

- telling Canadians about the history of the residential schools to which the Canadian government sent Aboriginal children and the impact that those schools had on Aboriginal peoples; and

- guiding a process of reconciliation within Aboriginal families, and between Aboriginal people and non-Aboriginal communities, churches, governments and Canadians generally.

The TRC does this by facilitating and enabling the participation of former residential school students, their families, their communities and others associated with the Indian residential schools system (particularly the Government of Canada and the churches that administered the schools), and the broader Canadian public in pursuit of truth, healing and reconciliation, as well as by documenting and preserving the historical record for future generations.

### Responsibilities

The Indian Residential Schools Settlement Agreement is a negotiated agreement with the following signatories: Canada; the General Synod of the Anglican Church of Canada; the Presbyterian Church of Canada; the United Church of Canada; Roman Catholic entities; former students who attended Indian residential schools, as represented by the National Consortium, the Merchant Law Group or independent counsel; the Assembly of First Nations; and Inuit representatives.

The Settlement Agreement calls for the establishment of the Truth and Reconciliation Commission. In this regard, on June 1, 2008, an Order in Council created the new department called the Indian Residential Schools Truth and Reconciliation Commission Secretariat. A July 1, 2009, Order in Council led to a reorganization that merged the Secretariat and the Commission, placing them under the direction of the Commission Chair as Deputy Head.

The TRC has and is continuing to develop processes and to organize and/or support events that encourage and facilitate the participation of individuals and groups associated with the legacy of the Indian residential schools system in pursuit of truth, healing and reconciliation. The Commission views reconciliation as an ongoing individual and collective process that will require participation from all those affected by the Indian residential schools system, be they former students or their family members, former staff and administrators or their family members, the broader Aboriginal community, and the Canadian public, whose political institutions established, funded and had oversight for the schools. As a result, the Commission hopes to guide and inspire Aboriginal peoples

and other Canadians toward reconciliation and renewed relationships based on mutual understanding and respect.

## Strategic Outcome and Program Activity Architecture

The following is the approved program activity architecture:

**Strategic Outcome**

Disclosure and recognition of the truth regarding Indian residential schools in order to further healing and reconciliation for the individuals and communities affected.

**Program Activity Name and Description**

Truth and Reconciliation — Supports the research, truth, healing and commemoration activities of the Truth and Reconciliation Commission.

## Planning Summary

The following presents the resource allocation and priorities approved before the appointment of the new Commissioners:

**Financial Resources ($ thousands)**

| 2010–2011 | 2011–2012 | 2012–2013 |
|---|---|---|
| 15,315 | 12,405 | 7,695 |

**Human Resources (Full-Time Equivalents — FTEs)**

| 2010–2011 | 2011–2012 | 2012–2013 |
|---|---|---|
| 58 | 58 | 58 |

## Summary Table

| **Strategic Outcome:** Disclosure and recognition of the truth regarding Indian residential schools in order to further healing and reconciliation for the individuals and communities affected. | |
|---|---|
| **Performance Indicators** | **Targets** |
| (i) Research papers and reports;<br>(ii) Number of participants and meetings concerning statement-taking and truth-sharing activities;<br>(iii) Survivor statements;<br>(iv) Number and type of healing and commemoration activities;<br>(v) Number of national and community events; and<br>(vi) Media reports, news releases and information materials. | Eight national events are planned, including a closing ceremony.<br><br>In recognition of the unique mandate of the Commission, defined performance targets for most of its activities (e.g., statement-taking and truth-sharing) are not considered appropriate due to the spirit and intent of the Indian Residential Schools Settlement Agreement, which seeks to bring about a fair and lasting resolution in an informal manner that accommodates sensitivities. |

| Program Activity* | Forecast Spending 2009–2010 ($ thousands)** | Planned Spending ($ thousands)** | | | Alignment to Government of Canada Outcomes |
|---|---|---|---|---|---|
| | | 2010–2011 | 2011–2012 | 2012–2013 | |
| Support the research, truth, healing and commemoration activities of the TRC Secretariat | 16,425 | 13,955 | 11,045 | 6,335 | A diverse society that promotes linguistic duality and social inclusion. |
| Internal Services | 2,160 | 1,360 | 1,360 | 1,360 | |
| **Total Planned Spending** | 18,585 | 15,315 | 12,405 | 7,695 | |

* Further financial information can be found at: www.tbs-sct.gc.ca/est-pre/estime.asp.

** These amounts were approved before the appointment of the new Commissioners. The Commission will be reviewing its mandate and costs associated with the mandates imposed on it by the Settlement Agreement and will report its findings to the parties to the Settlement Agreement.

## Contribution of Priorities to Strategic Outcome

| Operational Priorities | Priority Type | Links to Strategic Outcome* | Description |
|---|---|---|---|
| Develop administrative and financial systems and processes | Ongoing | Internal Services | (i) Continue to develop and administer financial and administrative systems, policies and procedures such as travel, procurement and security<br>(ii) Prepare Sustainable Development Strategy and Green Procurement Approach |
| Conduct statement-taking and truth-sharing activities and sessions | Ongoing | Truth, Healing and Reconciliation | (i) Organize session schedule and conduct statement-taking and truth-sharing sessions<br>(ii) Prepare and preserve records |
| Conduct national events and support community events | Ongoing | Truth, Healing and Reconciliation | (i) Plan, organize and conduct eight national events in recognition of the Indian residential schools experience and legacy<br>(ii) Review applications for commemoration funding from communities<br>(iii) Coordinate the timing of national and community events |
| Plan and conduct research | Ongoing | Truth, Healing and Reconciliation | (i) Develop research plan and conduct research and analysis activities<br>(ii) Prepare research reports and preserve them |

| | | | |
|---|---|---|---|
| Promote awareness and conduct public education | Ongoing | Truth, Healing and Reconciliation | (i) Develop information materials and implement public education initiatives<br>(ii) Establish and foster media awareness and coverage of the Commission's activities |
| Produce report to the parties to the Settlement Agreement | Ongoing | Truth, Healing and Reconciliation | Produce and submit to the parties to the Indian Residential Schools Settlement Agreement two reports and recommendations to the Government of Canada concerning the Indian residential schools system and experience |

| Management Priority | Priority Type | Links to Strategic Outcome* | Description |
|---|---|---|---|
| Staff vacant positions | Ongoing | Internal Services | i) Complete integrated business and human resources plan<br>ii) Developing human resources policies<br>iii) Conduct ongoing staffing of all vacant positions |

* The Commission has one Strategic Outcome: (1) Disclosure and recognition of the truth regarding Indian residential schools in order to further healing and reconciliation for the individuals and communities affected.

In addition to the above-noted priorities, the Commission will also support the following activities:

- Liaise with stakeholders such as the churches, the federal government (represented by Indian and Northern Affairs Canada, the Privy Council Office and Treasury Board), the Assembly of First Nations, Inuit representatives and former students (represented by their legal counsel);

- Utilize regional liaisons to promote sharing of knowledge among communities, individuals and the Commission; provide a link for the purpose of coordinating national events, facilitate statement gathering, and assist communities as they plan and conduct truth and reconciliation events;

- Formulate plans to establish a research centre and develop appropriate policies and procedures for collecting, storing, and safeguarding records and archival materials related to the Indian residential school system and the experiences of former students, their families and their communities;

- Support the development and implementation of community-level events that are designed by individuals and groups associated with the Indian residential schools experience and that respond to the needs of the former students, their families and those affected by the Indian residential schools legacy, including the special needs of those communities where Indian residential schools were located; and

- Review proposals for commemoration initiatives and make recommendations to Indian and Northern Affairs Canada. This relates to a transfer payment program managed by the Resolution and Individual Affairs Sector of Indian and Northern Affairs Canada.

## Risk Analysis

The Commission faces a number of operational risks that could impact achievement of planned results. The principal risks identified are:

*Recruiting and retaining qualified staff for the TRC.* The Commission has developed an integrated business and human resources plan and is actively recruiting and implementing an employment equity strategy that incorporates an emphasis on the recruitment of Aboriginal personnel. The need to comply with requirements of Public Works and Government Services Canada and the Public Service Commission has led to significant delays in the hiring process. As a result, most senior staff were not in place until early 2010. These delays may significantly affect the Commission's ability to meet its deadlines in the Settlement Agreement.

*Developing systems and processes that support the Commissioners in fulfilling their mandate.* The Commission has organized itself to work in a manner that respects the financial and administrative policies of the federal government while operating in a manner that allows it to function at arm's length from government in order to foster the trust and respect of those most impacted by the Indian residential schools system. Requirements that the Commission comply with staffing and other processes that are not normally applicable to federal commissions or special investigations have led to significant delays. These delays may significantly affect the Commission's ability to meet its deadlines in the Settlement Agreement. The requirement to create an entire federal department, subject to and accountable for the complete range of federal government statutes, regulations, policies, directives and guidelines, with a very limited staffing complement and with significant budget limitations, poses considerable challenges.

*Establishing safe and secure opportunities in which former students and others associated with the Indian residential schools system can come forward to tell their stories and be acknowledged.* The Commission is liaising with Health Canada and community-based support networks to ensure that health-related supports are available to those participating in statement-taking and truth-sharing sessions, during and afterwards. Under the Settlement Agreement, Health Canada is responsible for providing these services.

*Collecting, classifying and preserving records and archival materials of the Indian residential schools system.* The TRC staff has recruited staff with specialized archival expertise and is identifying best practices for collecting, preserving and accessing archival, library and museum materials. Potential sources of delay and additional expense (which was not contemplated in the initial TRC budget) in this process include: conflicting ideas between parties to the Settlement Agreement of the meaning of

"relevant documents"; lack of existing capacity within government and church organizations to search for and compile documents; the high resource requirements of making documents easily accessible to a variety of audiences; the need for management policies and operational capacity to preserve electronic records and prevent the loss of information over the long term; and the significant number of relevant documents outside the Indian Residential Schools Settlement Agreement held by organizations that are not parties to the Agreement (universities, museums, provincial and community archives).

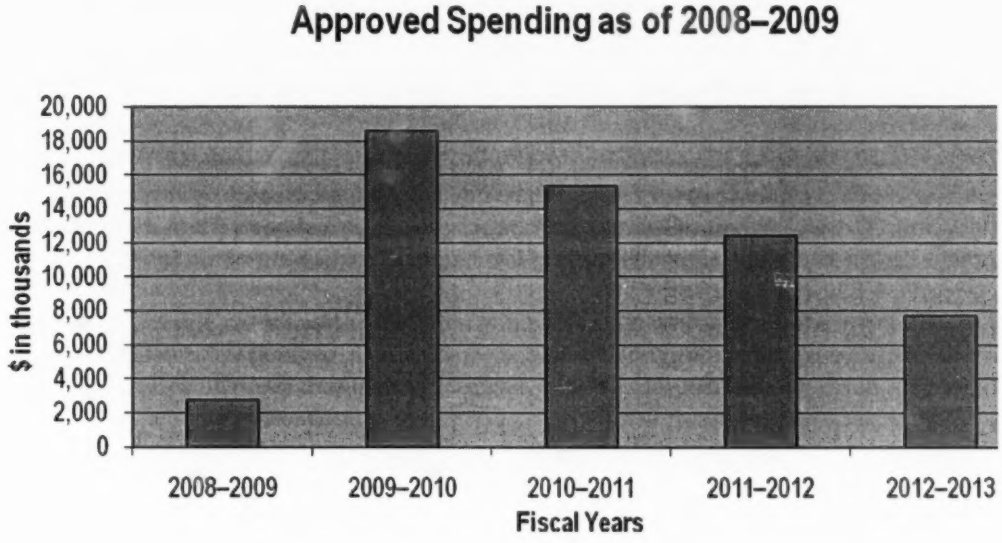
*Ensuring the protection and security of personal information collected by or on behalf of the TRC.* All statements given to the TRC will be collected with the informed consent of the participant. Statements and documents containing personal information will be stored in a secure environment in accordance with the federal *Access to Information Act*, *Privacy Act* and Policy on Government Security. The TRC is undertaking a privacy impact assessment to identify and mitigate potential risks.

*Carrying out the program activities within the established budget.* The overall TRC budget was developed without a full costing of the program activities and without input from the new Commissioners or their new senior staff. The responsibility for carrying out research into the children who never returned from Indian residential schools and whose living relatives were never informed of their fate (Missing Children and Unmarked Graves) was added to the Commission's mandate in April 2007 without any additional increase in funding.

## Expenditure Profile

### Commission Spending Trend

The figure below illustrates Commission's spending trend from 2008–2009 to 2012–2013.



For the 2008–2009 year the total spending includes all parliamentary appropriations: Main Estimates, Supplementary Estimates and Treasury Board Vote 50. It also includes carry-forward adjustments. For the 2010–2011 to 2012–2013 periods, the total spending corresponds to the planned spending. Supplementary funding and carry-forward adjustments are unknown at this time and are therefore not reflected.

The fiscal profile over the next three years indicates that almost 55% of the Commission's expenditures are forecast to occur during this period due to the timing of the work to be accomplished.

The Commission's mandate establishes two timeframes for conducting its main activities and producing the planned deliverables.

### Two-Year Timeframe

- Produce a report on historic findings and recommendations with the possibility of a six-month extension, which shall be at the discretion of the Commissioners.

### Five-Year Timeframe

- Complete all national and community truth and reconciliation events, statement-taking/truth-sharing activities, and reporting to the Commission from communities; the closing ceremonies; and production of final report.

- Establish a national research centre.

## Voted and Statutory Items Listed in Main Estimates

The table below provides information about resources provided for the Commission through the government's budgetary planning process.

**Voted and Statutory Items ($ thousands)**

| Vote # or Statutory Item (S) | Vote Wording | 2009–2010 Main Estimates | 2010–2011 Main Estimates |
|---|---|---|---|
| 50 | Operating Expenditures | 18,075 | **14,805** |
| (S) | Contributions to Employee Benefit Plans | 510 | **510** |
| | **Total Commission** | 18,585 | **15,315** |

## Section II — Analysis of Program Activities by Strategic Outcome

### Analysis of Program Activities by Strategic Outcome

The Commission has one Strategic Outcome: Disclosure and recognition of the truth regarding Indian residential schools in order to further healing and reconciliation for the individuals and communities affected. In 2008–2009 the Truth and Reconciliation Commission Secretariat received approval to spend $64,388,000 over the next five years. The following tables profile the Commission's funding for the next three fiscal years as approved before the appointment of the new Commissioners.

| Program Activity: Support the research, truth, healing and commemoration activities of the TRC Secretariat | | | | | |
|---|---|---|---|---|---|
| Human Resources (FTEs) and Planned Spending ($ thousands) | | | | | |
| 2010–2011 | | 2011–2012 | | 2012–2013 | |
| FTEs | Planned Spending | FTEs | Planned Spending | FTEs | Planned Spending |
| 46 | 13,955 | 46 | 11,045 | 46 | 6,335 |

| Program Activity: Internal Services | | | | | |
|---|---|---|---|---|---|
| Human Resources (FTEs) and Planned Spending ($ thousands) | | | | | |
| 2010–2011 | | 2011–2012 | | 2012–2013 | |
| FTEs | Planned Spending | FTEs | Planned Spending | FTEs | Planned Spending |
| 12 | 1,360 | 12 | 1,360 | 12 | 1,360 |

| Program Activity Expected Results | Performance Indicators | Targets |
|---|---|---|
| (i) Information about the Indian residential schools legacy | (i) Research papers and reports | Seven national events are planned with an additional closing event planned for the final year of the Commission's operations.<br><br>In recognition of the unique mandate of the Commission and due to the spirit and intent of the Indian Residential Schools Settlement Agreement, which seeks to bring about a fair and lasting resolution in an informal manner that accommodates sensitivities, defined performance targets for most of the Commission's activities (e.g., statement-taking and truth-sharing) are not considered appropriate. |
| (ii) – (iii) Understanding of and appreciation for the experiences of former students of Indian residential schools | (ii) Number of participants and meetings concerning statement-taking and truth-sharing activities<br>(iii) Survivor statements | |
| (iv) – (v) Participation in commemoration, healing and reconciliation events | (iv) Number and type of healing and commemoration activities<br>(v) Number of national and community events | |
| (vi) Public awareness and recognition of the impacts of Indian residential schools on Aboriginal people, their communities and their relationships | (vi) Media reports, news releases and information materials | |

## Benefits for Canadians

The 2007 Indian Residential Schools Settlement Agreement provides an opportunity for all the stakeholders to renew their relationships, move forward together to find the truth, promote healing, and achieve reconciliation. The Truth and Reconciliation Commission, through the activities and events it undertakes or supports, will make a central contribution to the development of a renewed relationship.

The activities and events that will be carried out are expected to provide the following benefits to Aboriginal and non-Aboriginal individuals, families and communities. This will include:

- Culturally appropriate and safe settings in which former students, their families and members of their communities, as well as former staff, can come forward and participate in statement-taking and truth-sharing, healing and reconciliation activities that acknowledge their Indian residential schools experiences, impacts, and consequences;

- Common understanding of the residential schools system and legacy that is based on the information and data contained in the historical report produced by the Commission;

- Enhanced awareness of the truth and reconciliation process that the Commission is fostering; and

- Support and participation of former residential school students, senior government and church officials, and other stakeholders and beneficiaries in processes and events related to Indian residential schools experiences.

Ultimately, it is hoped that a greater understanding and appreciation of the experiences of former students, their families and their communities will improve individual and family well-being, encourage healing and achieve reconciliation.

## Section III — Supplementary Information

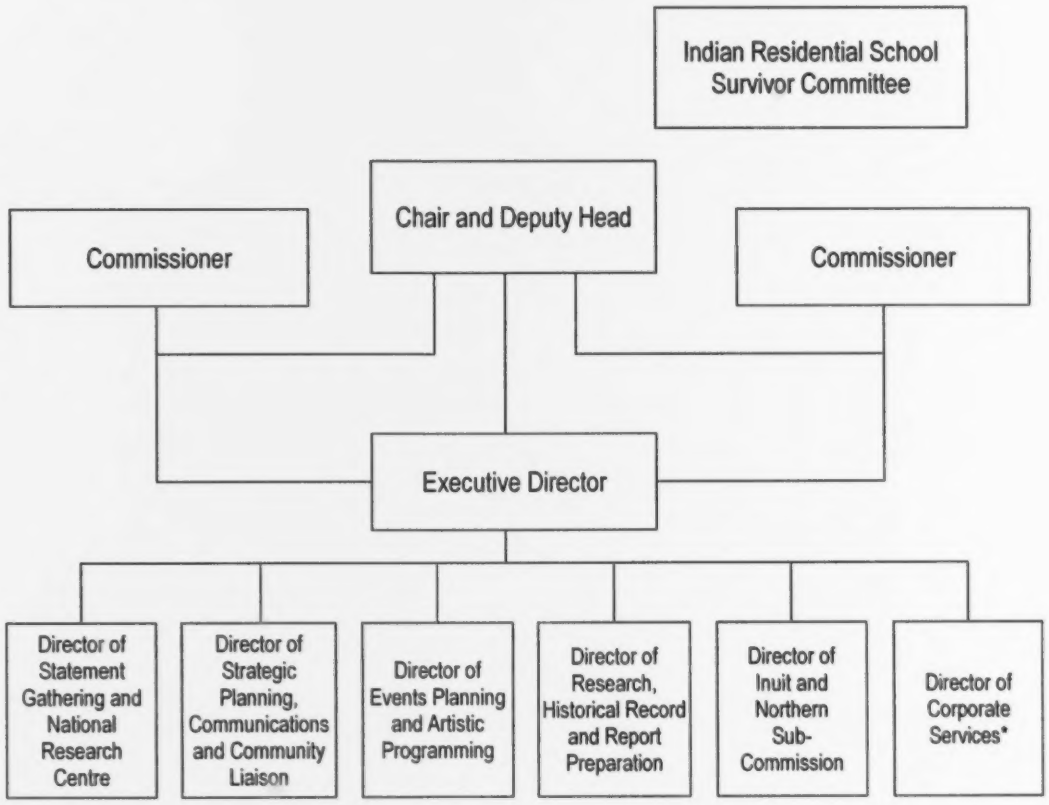
### Organization

The Truth and Reconciliation Commission consists of three Commissioners appointed by Order in Council. One of these Commissioners is the Chairperson and Deputy Head of the Commission.

The Chairperson and Commissioners are supported in their work by the Commission staff and the Indian Residential School Survivor Committee.

The Management team of the Commission will soon include the following positions: Executive Director; Director of Statement Gathering and National Research Centre; Director of Strategic Planning, Communications and Community Liaison; Director of Events Planning and Artistic Programming; Director of Research, Historical Record and Report Preparation; Director of Inuit and Northern Sub-Commission; Director of Corporate Services.

**Truth and Reconciliation Commission Canada Organization**


Indian Residential School Survivor Committee
Chair and Deputy Head
Commissioner
Commissioner
Executive Director
Director of Statement Gathering and National Research Centre
Director of Strategic Planning, Communications and Community Liaison
Director of Events Planning and Artistic Programming
Director of Research, Historical Record and Report Preparation
Director of Inuit and Northern Sub-Commission
Director of Corporate Services*

* This function is a Program Activity described as Internal Services within the government.

## Contacts

Truth and Reconciliation Commission Canada
1500-360 Main Street
Winnipeg, Manitoba
R3C 3Z3
Telephone: 204-984-5885
Toll Free: 1-888-872-5554 (1-888-TRC-5554)
Fax: 204-984-5915
Email: info@trc.ca
Website: www.trc-cvr.ca